



# MEMORANDUM

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DATE: July 31, 2019  
For August 15, 2019 Hearing

TO: John Iurino  
Zoning Examiner

FROM: Scott Clark  
Planning & Development Services  
Director

SUBJECT: SPECIAL EXCEPTION LAND USE  
PLANNING & AND DEVELOPMENT SERVICES REPORT  
Mayor and Council Special Exception Procedure  
SE-19-17 AT&T – Littleton Road, R-1 (Ward 5)

**Issue** – This is a request by Steve Olson of Bechtel, on behalf of AT&T Mobility, for approval of a wireless communication facility (WCF). The special exception site is located approximately 600 feet north of Littleton Road, 100 feet east of Craycroft Road, and just south of the Julian Wash (see Case Location Map). The preliminary development plan (PDP) proposes a wireless communication tower, initially with three antenna panels concealed within an artificial broadleaf tree (monoelm), 100 feet in height, and with options for future colocation of antennas within the artificial branches. The applicant states that in addition to providing standard AT&T wireless services to the general public, the proposed facility is part of the FirstNet project, which is a contract awarded to AT&T by the federal government. In 2012 Congress created the FirstNet Authority, which is responsible for building a nationwide public safety broadband wireless network for first responders. The WCF will be placed within a 2,500-square foot (50 feet by 50 feet) lease near the western edge of Thomas Jay Regional Park, a park owned and maintained by Pima County. The ground equipment and monoelm will be located within an area enclosed by a 15-foot high masonry wall of a color that will match the public school located to the west of the site. Access is through a 16-foot easement from the Craycroft Road right-of-way.

A communications use of this type in the R-1 zone is subject to Sections 4.9.13.O and 4.9.4.I.2, .3, and .7 of the *Unified Development Code (UDC)* and requires approval through a Mayor & Council Special Exception Procedure, Sec. 3.4.4, because the tower exceeds 50 feet in overall height. Documentation provided by the applicant indicates that no practical alternative exists, and measures are being taken to conceal or disguise the tower and antenna from view by disguising the tower as a broadleaf tree (monoelm).

The Mayor & Council Special Exception Procedure requires a public hearing before the Zoning Examiner after which the Zoning Examiner forwards a recommendation to the Mayor and Council for a decision to grant the request with, or without, conditions or to deny the request. The Mayor and Council may also forward the request to the Design Review Board (DRB) for design review and recommendation.

**Planning & Development Services Department Recommendation** – The Planning & Development Services Department recommends approval of the special exception request, subject to the attached preliminary conditions.

**Background Information**

Existing Land Use: Thomas Jay Regional Park

Zoning Description:

R-1 (Residential Zone): This zone provides for urban, low density, single-family, residential development, together with schools, parks, and other public services necessary for a satisfactory urban residential environment. Certain other uses, such as day care and urban agriculture, are permitted that provide reasonable compatibility with adjoining residential uses. The minimum required lot size is 7,000 square feet.

Surrounding Zones and Land Uses:

North: Zoned R-1 and I-1; Julian Wash, Thomas Jay Regional Park, Pima Air and Space Museum.  
South: Zoned R-1; Thomas Jay Regional Park with single-family residential uses beyond  
East: Zoned R-1 and I-1; Julian Wash, Thomas Jay Regional Park, Pima Air and Space Museum  
West: Zoned R-1; Craycroft Elementary School and Lauffer Middle School (Sunnyside Unified School District No 12)

Previous Cases on the Property: None

Related Cases:

SE-19-05 AT&T – Randolph Way, R-1 Zone – This was a request for approval of a wireless communication facility concealed within an artificial pine tree (monopine), 125 feet in height and associated equipment as a special exception land use. The site is located in Reid Park, approximately 1,200 feet north of 22<sup>nd</sup> Street and 2,400 feet east of Country Club Road. On July 9, 2019, the Mayor and Council adopted Ordinance No. 11664, allowing the special exception.

SE-18-16 T-Mobile – Valencia Road, C-1 Zone – This was a request for approval of a wireless communication facility concealed within an artificial broadleaf tree (monoelm), 70 feet in height and associated equipment as a special exception land use. The site is located approximately 400 feet south of Valencia Road and 1,400 feet east of 12<sup>th</sup> Avenue. On July 10, 2018, the Mayor and Council adopted Ordinance No. 11570, allowing the special exception.

**Applicant's Request** – The applicant requests special exception approval for the placement of a 100-foot tall wireless communications facility disguised as a broadleaf tree (monoelm) with associated ground equipment within Thomas Jay Regional Park in the R-1 zone.

**Planning Considerations** – *Plan Tucson* provides land use guidance for this site, and identifies this area in the Future Growth Scenario Map as "Existing Parks/Open Space" and supports new services and amenities that contribute further to neighborhood stability. Policy LT28.1.2 requires that, if possible, wireless communication facilities be located, installed and maintained to minimize visual impacts and preserve views. The proposed wireless communication facility will help improve telecommunication services and emergency response in the area. *Plan Tucson* policies protect established residential neighborhoods by supporting compatible development, including non-residential uses, where the scale and intensity of use is compatible with adjacent uses. Policy LT28.1.3 calls for improving the appearance of above-ground utilities and structures and extending access to high-tech wireless communication facilities throughout the city. The proposal is in general compliance with *Plan Tucson*, and does not require a plan amendment.

The Pima Association of Governments - Transportation Planning Division (PAG-TPD) estimates that the proposed development will not generate additional measurable vehicle trips per day. Field inspection by staff indicates there are currently no billboards on the rezoning site.

### **Design Considerations**

**Land Use Compatibility** – The facility will be placed in the western part of Thomas Jay Regional Park just south of Julian Wash. The proposed monoelm will include three sectors, initially with one antenna per sectors for a total of three antennas, but with opportunities for future collation of wireless antennas concealed within the faux broadleaf tree. The applicant has submitted a photo-simulation of the monoelm showing the antennas concealed by the artificial branches and leaves. The applicant has also provided radio frequency maps showing the gap in wireless communication coverage in the area and how this gap will be resolved by the proposed facility.

The nearest residential development is a single-family home subdivision, zoned R-1, located approximately 750 feet to the south of the proposed WCF, across Littleton Road. The WCF will be set back from Littleton Road by approximately 600 feet and from Craycroft Road by approximately 100 feet. The monoelm will be visible from the surrounding residential neighborhoods, schools, industrial and commercial developments, and from nearby streets.

The ground lease area is 2,500 square feet (50 feet by 50 feet) with ground level equipment that will be screened from view by a 15-foot high masonry wall textured and painted to match walls of the existing elementary school building located to the west across Craycroft Road. The PDP indicates that existing nearby trees are to remain in place and not disturbed. The proposal includes an emergency backup diesel generator, which will be housed inside cabinets within the walled lease area, designed to meet City noise limits, and equipped with a fuel catch feature. Staff recommends that any graffiti be removed within 72 hours of discovery.

In terms of wireless communication facilities, a stealth application is one that disguises the appearance of the pole and antennas to look like an element of the built or natural landscape,

which could typically occur at the chosen location. A stealth application should be as close as possible in scale and appearance to the object it is disguised as, with no obvious unnatural elements. The success of a stealth application is dependent on the ability of the design and construction of the cellular site to fit into its surroundings to such a degree that it is not noticeable. Scale and proportion, site design, color, and materials, are particularly important in stealth applications insofar as they contribute, or do not contribute, to the ability of the facility to be as unobtrusive as possible. To ensure a successful stealth monoelm at this location, the following standards should be incorporated into the conditions:

- The monoelm shall not exceed 102 feet in height at top of artificial branches;
- The pole shall be covered with cladding (bark) where visible, and painted to resemble a live tree;
- Replacement of lost/damaged branches to be completed within ten working days of observation;
- All cables shall be run inside the pole, with no foot pegs or other visible appurtenances;
- All wires, wire ports and equipment shall be concealed behind the artificial branches and leaves;
- Antenna panels shall be colored or provided with a sock in a light/shade pattern to better camouflage them;
- Ground equipment to be screened by a masonry wall, existing healthy landscaping shall remain in place, and new landscaping shall be provided per the submitted PDP.
- Any future collocated antennas shall be camouflaged and concealed by artificial branches and leaves.

Road Improvements/Vehicular Access/Circulation – No road improvements are proposed with the project. Primary vehicular access to the WCF will be through a 16-foot wide access easement from Craycroft Road. According to the *Major Streets and Routes Plan*, in this area Craycroft Road and Littletown Road are both local streets.

Federal Regulations – Because this Special Exception application involves a wireless communication request, the Zoning Examiner's consideration of the application is impacted by the application of federal laws specific to wireless communications. While federal law does not entirely preempt local decision-making authority based on legitimate zoning requirements, such as community aesthetics and compliance with stealthing requirements, it does impose the following limitations:

- 1) The decision on the application must occur within the "shot clock" period as provided under federal law, which for this type of application is 150 days. In this case, the application was accepted on June 19, 2019 and the "shot clock" period will expire on November 16, 2019. If a decision is not rendered within the "shot clock" period, the review and consideration process is presumed to be unreasonable and affords the applicant the opportunity to file a lawsuit. If sued, the City would need to prove that it acted "reasonably" when it failed to act within the established "shot clock" period.

- 2) The evaluation of the request cannot include consideration of potential environmental or health effects of radio-frequency (RF) emissions where, as here, the facility will comply with FCC regulations and standard on such emissions.
- 3) The decision on the application cannot unreasonably discriminate among providers of functionally equivalent services. A denial may be deemed to be “unreasonable discrimination” if the facility is designed and situated similarly to other previously approved facilities and is no more intrusive than those facilities.
- 4) The decision may not have the effect of prohibiting the provision of wireless services, or of causing a significant gap in the applying provider’s coverage. In this context, the relevant issues are: (1) whether the applicant has shown a significant gap in service coverage; and (2) whether the proposal to fill this gap is the least intrusive means of doing so, or whether there are alternative sites that would fill the gap.
- 5) In the event of a denial, that decision and its reasons must be delivered to the applicant in writing, and must be supported by substantial evidence.

Given these constraints, the Zoning Examiner’s recommendation on this application should focus on whether the applicant has demonstrated a significant coverage gap; whether that gap could be addressed through an installation at an alternative site; and whether the proposed concealment/stealth measures are sufficient to meet the City’s requirements. The Zoning Examiner should also consider how this application compares to other prior applications for similar facilities. In the event of a recommendation for denial, the reasons must be stated so they can be incorporated into a written decision and captured in the meeting minutes.

**Use-Specific Standards** – The applicant’s proposal requires approval as a Mayor and Council Special Exception and must meet the Use-Specific Standards of *UDC* Sections 4.9.13.O and 4.9.4.I.2, .3, and .7. The Mayor and Council may forward the request to the Design Review Board for design review and recommendation. Below is an analysis of the performance criteria.

4.9.4.I.7

The following requires approval as a special exception in accordance with Section 3.4.4, *Mayor and Council Special Exception Procedure*. The Mayor and Council may forward to the Design Review Board (DRB) for design review and recommendation.

a. Wireless communication antennas, provided:

- (1) The tower or antennas are not permitted by other provisions of this Section.

*The 100-foot monoelms in the R-1 zone does not conform to any other section of the code because it exceeds 50 feet in height.*

- (2) New towers require a minimum separation of one mile from any existing tower, regardless of ownership, unless documentation establishes that no practical alternative exists.

*The nearest existing wireless communication facilities are located approximately 2,000 feet to the north and 4,500 feet to the south. These facilities were found to be unfeasible for collocation and do not meet AT&T's location needs. The search ring to resolve the coverage gap has a radius of approximately ¼ mile.*

- (3) All appropriate measures shall be taken to conceal or disguise the tower and antenna from external view.

*The tower will be disguised as a broadleaf tree with antennas concealed within the artificial branches and leaves.*

- (4) All appropriate measures shall be taken to reduce the negative proliferation of visible towers and antennae by the collocation of new antennae on existing towers or with the facilities of other providers which are located or planned for development within the proposed service area.

*The applicant investigated several alternative sites in the area, none of which were suitable for AT&T's network. The nearest existing WCF's are over 1/3-mile away. The search ring to resolve the coverage gap has a radius of about ¼ mile.*

- (5) Notice shall be provided to all agents designated at least 15 days prior to the date of the public hearing before the Zoning Examiner.

*All policies of the Mayor and Council Special Exception Process shall be followed accordingly.*

Staff finds the proposal to be in compliance with the UDC Use-Specific Standards.

**Conclusion** – The proposal is in compliance with the performance criteria for a wireless communication facility. The request is consistent with policy direction in *Plan Tucson*, which support development designed to be compatible with and sensitive to surrounding land uses. The proposal is designed to blend in with the surroundings and does not conflict with plan policies. Staff acknowledges that the WCF will help improve telecom services to the established neighborhoods, schools, and businesses in the area. Subject to compliance with the attached preliminary conditions, approval of the requested special exception is appropriate.



### PROCEDURAL

1. A site plan in substantial compliance with the preliminary development plan dated June 12, 2019, is to be submitted and approved in accordance with *Administrative Manual*, Section 2-06.
2. The property owner shall execute a waiver of potential claims under A.R.S. Sec. 12-1134 for this zoning amendment as permitted by A.R.S. Sec. 12-1134 (I) in the form approved by the City Attorney and titled "Agreement to Waive Any Claims Against the City for Special Exception Land Use".
3. Historic or prehistoric features or artifacts discovered during future ground disturbing activities should be reported to the City of Tucson Archaeologist. Pursuant to A.R.S. 41-865 the discovery of human remains and associated objects found on private lands in Arizona must be reported to the Director of Arizona State Museum.
4. Any relocation, modification, etc., of existing utilities and/or public improvements necessitated by the proposed development shall be at no expense to the public.
5. Five years are allowed from the date of initial authorization to implement and effectuate all Code requirements and conditions of the special exception land use.
6. A copy of the Special Exception decision letter shall be included with the site plan at the time of permit application submittal.
7. Plans for future carriers must be approved through a separate special exception process.
8. According to the FAA Notice Criteria Tool, this project is located in proximity to a navigation facility and could impact navigation signal reception. The applicant shall file Form 7460 with the FAA at <https://oeaaa.faa.gov/oeaaa/external/portal.jsp> at least 45 days before construction activities begin in order to allow sufficient time to respond to any concerns which are identified by the FAA. Any cranes used which are used must also be identified with Form 7460.

### LAND USE COMPATABILITY / CONCEALMENT MEASURES

9. The wireless communication monoelm, including attachments such as antenna panels and artificial branches and leaves, shall not exceed one-hundred-and-two (102) feet in height from grade elevation.
10. The antennas shall be covered in camouflaged socks to blend with the colors of the artificial branches and leaves of the monoelm.

11. The pole shall be covered with cladding (faux bark) wherever the pole is visible, and be painted to resemble a live broadleaf tree.
12. Replacement of lost/damaged artificial branches/leaves is to be completed within ten (10) working days of observation and artificial branches/leaves shall be colored to match live branches/leaves as closely as possible.
13. AT&T shall routinely monitor the facility and repair/replace any artificial branches that may become worn or damaged through time.
14. All wire ports shall be concealed behind the antennas and all equipment shall be mounted behind the antenna panels.
15. Ground equipment and monoelm to be located within lease area as depicted on the preliminary development plan dated June 12, 2019.
16. All walls visible from a public right-of-way and/or adjacent to existing residential development are to be painted with graffiti-resistant paint.
17. Six-(6) inch wide fence block or greater shall be used for perimeter walls. Graffiti shall be removed from walls within seventy-two (72) hours of discovery or notification.
18. There shall be no exterior wiring, visible footpegs, portals, cabling or cable shrouds, or other unnatural appearing features on the monoelm.



AGREEMENT TO WAIVE ANY CLAIMS  
AGAINST THE CITY FOR ZONING AMENDMENT

This agreement ( "**Agreement**") is entered into between \_\_\_\_\_, as the owner of the property described herein ("**Owner**") and the City of Tucson ("**City**") to waive any and all claims for diminution of value that may be based upon action by the City in response to a request from the Owner. This Agreement is entered into in conformance with A.R.S. §12-1134(I).

The Owner is the holder of fee title to the property located at \_\_\_\_\_, Tucson, Arizona, (the "Property") which is more fully described in the Owner's application to the City in Case SE-19-17 and incorporated herein. The Owner, or the authorized agent of the Owner, has submitted an application to the City requesting that the City grant a Special Exception Land Use for the Property. The Owner has requested this action because the Owner has plans for the development of the Property that require the Special Exception Land Use. The Owner believes that the Special Exception Land Use for the Property will increase the value and development potential of the Property, and that this outweighs any rights or remedies that may be obtained under A.R.S. §12-1134 et. seq.

By signing this Agreement, the Owner waives any right or claim that may arise under A.R.S. §12-1134, including any claim for the reduction in the value of the Property, as a result of the enactment of the Special Exception Land Use in Case SE-19-17.

The Owner understands that City staff may propose, the Zoning Examiner may recommend and the Mayor and Council may adopt conditions to the requested Special Exception Land Use that limit the potential development of the Property. The Owner acknowledges that the Special Exception Land Use and conditions are a single, integrated legislative approval. The Owner agrees and consents to all conditions that may be imposed. The Owner retains the right to withdraw the Special Exception Land Use application prior to a vote by the Mayor and Council or to decline to implement the necessary requirements to effectuate the Special Exception Land Use if the Owner disagrees with any conditions that are proposed or approved. If the Owner does not withdraw the application, the Owner shall be deemed to have accepted all adopted conditions to the requested Special Exception Land Use. If the Owner withdraws the application or does not effectuate the Special Exception Land Use, this Agreement is null and void.

This Agreement is entered into in Arizona and will be construed and interpreted under the laws of the State of Arizona. The Owner has agreed to the form of this Agreement provided and approved by the City Attorney. The Owner has had the opportunity to consult with an attorney of the Owner's choice prior to entering this Agreement and enters it fully understanding that the Owner is waiving the rights and remedies as set forth herein.

Upon execution, this Agreement shall be recorded in the Office of the Pima County Recorder.

The Owner warrants and represents that the person or persons listed herein as the Owner is/are the owner in fee title of the Property. The Owner further agrees to indemnify and hold the City of Tucson, its officers, employees and agents harmless from any and all claims, causes of action, demands, losses, costs and expenses based upon an alleged reduction of value of the Property as a result of the City's action in Case SE-19-17.

Dated this \_\_\_\_\_ day of \_\_\_\_\_, 20\_\_\_\_.

Owner:

(Name of Individual, Corporation, Partnership, or  
LLC, as applicable)

Owner:

(Name of Individual, Corporation, Partnership, or  
LLC, as applicable)

By:

(Signature of Owner or Authorized Representative, if  
applicable)

By:

(Signature of Owner or Authorized Representative, if  
applicable)

Its:

(Title of Individual Signing in Representative Capacity)

Its:

(Title of Individual Signing in Representative Capacity)

State of Arizona )

County of \_\_\_\_\_ )

On this \_\_\_\_\_ day of \_\_\_\_\_, 20\_\_\_\_, before me personally appeared  
\_\_\_\_\_ on the basis of satisfactory evidence to be the person who  
he or she claims to be, and acknowledged that he or she signed the above/attached document.

\_\_\_\_\_  
Notary Public

My Commission expires:

\_\_\_\_\_

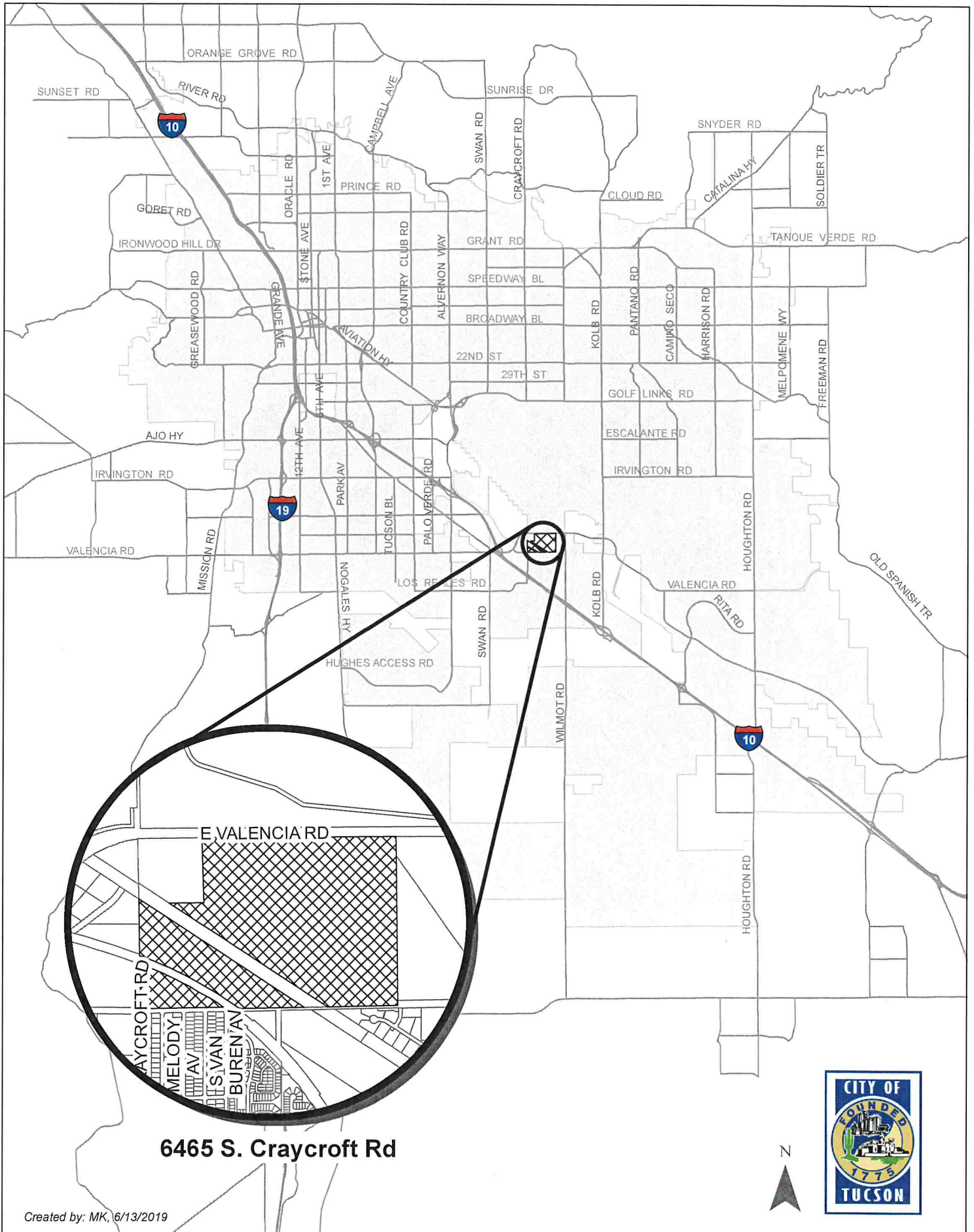
City of Tucson, an Arizona municipal Corporation:

By:

\_\_\_\_\_  
Planning & Development Services Department

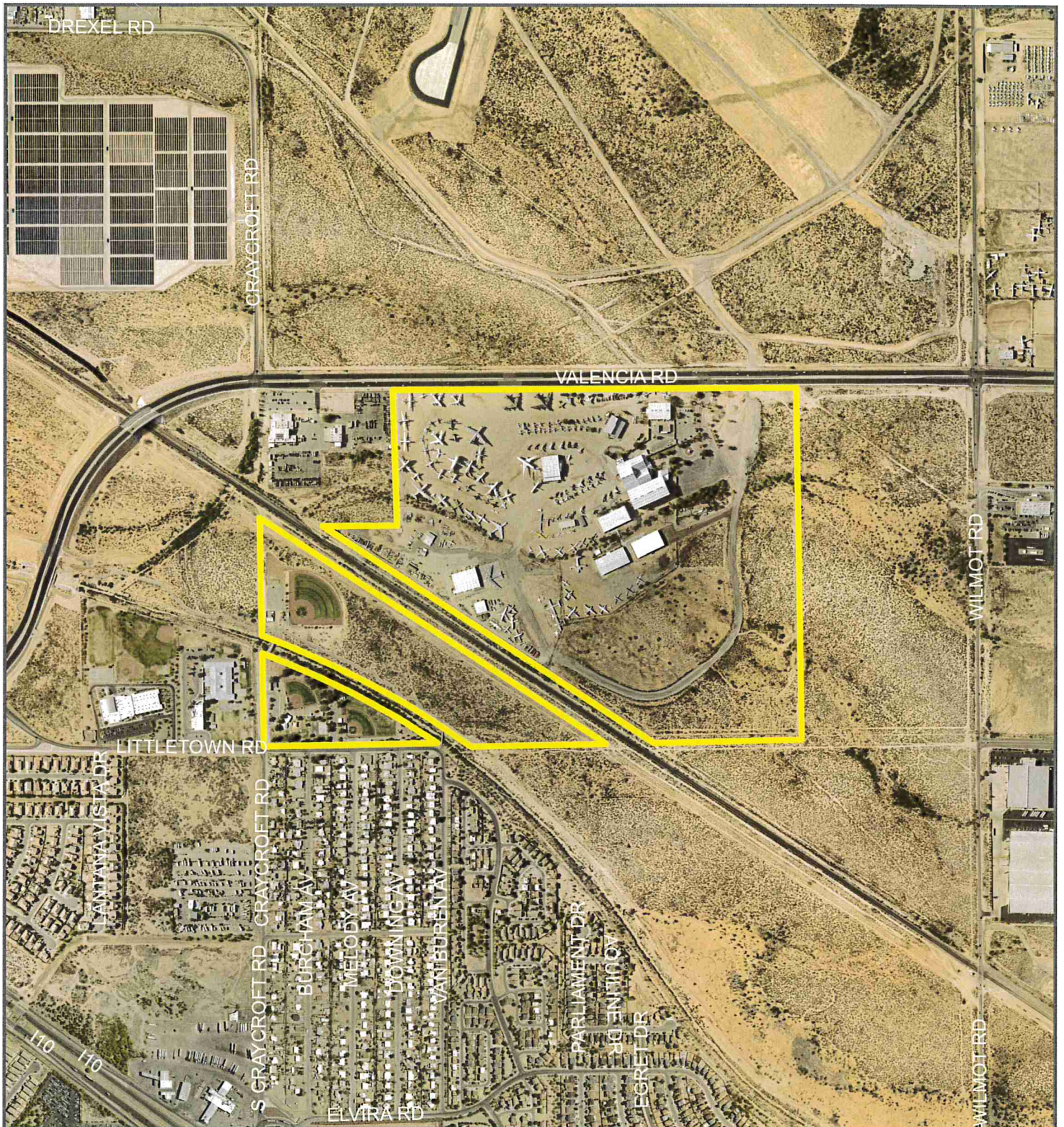
This form has been approved by the City Attorney.

SE-19-17  
AT&T - Littletown Road



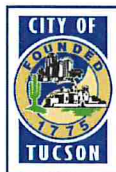


SE-19-17  
AT&T - Littletown Road



 Area of Special Exception Request

Address: 6465 S. Craycroft Rd  
Base Maps: Twp.15S Range 14E Sec.12  
Ward: 5

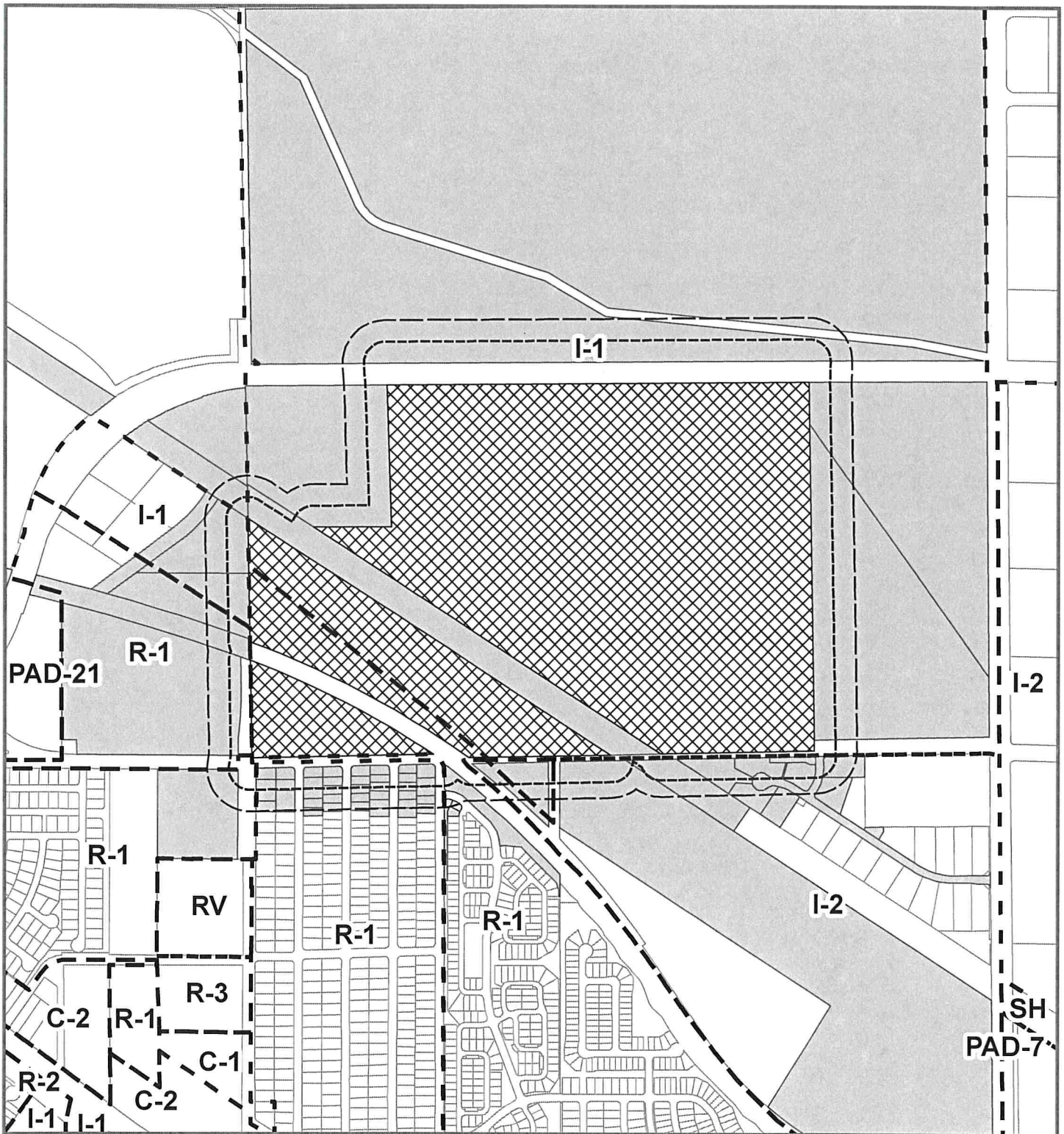







0 500 1,000 Feet  
1 inch = 1,000 feet





SE-19-17  
AT&T - Littletown Road




-  Area of Special Exception Request
-  Protest Area (150 ft. radius)
-  Notification Area (300 ft. Radius)
-  Zone Boundaries
-  Properties Notified

Address: 6465 S. Craycroft Rd  
Base Maps: Twp.15S Range 14E Sec.12  
Ward: 5


0 500 1,000 Feet  
1 inch = 983 feet






**AT&T**  
1355 W. UNIVERSITY DRIVE  
MESA, AZ 85201-5419

THE INFORMATION CONTAINED IN THIS SET OF DRAWINGS IS PROPRIETARY & CONFIDENTIAL TO AT&T INTELLECTUAL PROPERTY. ANY USE OR DISCLOSURE OTHER THAN AS IT RELATES TO AT&T INTELLECTUAL PROPERTY IS STRICTLY PROHIBITED.




**BECHTEL INFRASTRUCTURE AND POWER CORPORATION**  
2801 S. 37TH STREET, SUITE 200  
PHOENIX, AZ 85018-3200



**Clear Blue Services**  
4115 ARIZONA AVENUE  
PHOENIX, AZ 85018-3200

**PROJECT: NEW SITE BUILD**  
SITE NO.: AZL04888  
SITE NAME: THOMAS JAY  
REGIONAL PARK  
FA CODE: 14615734  
USID: 235016  
5596 E. LITTLE TOWN RD.  
TUCSON, AZ 85756

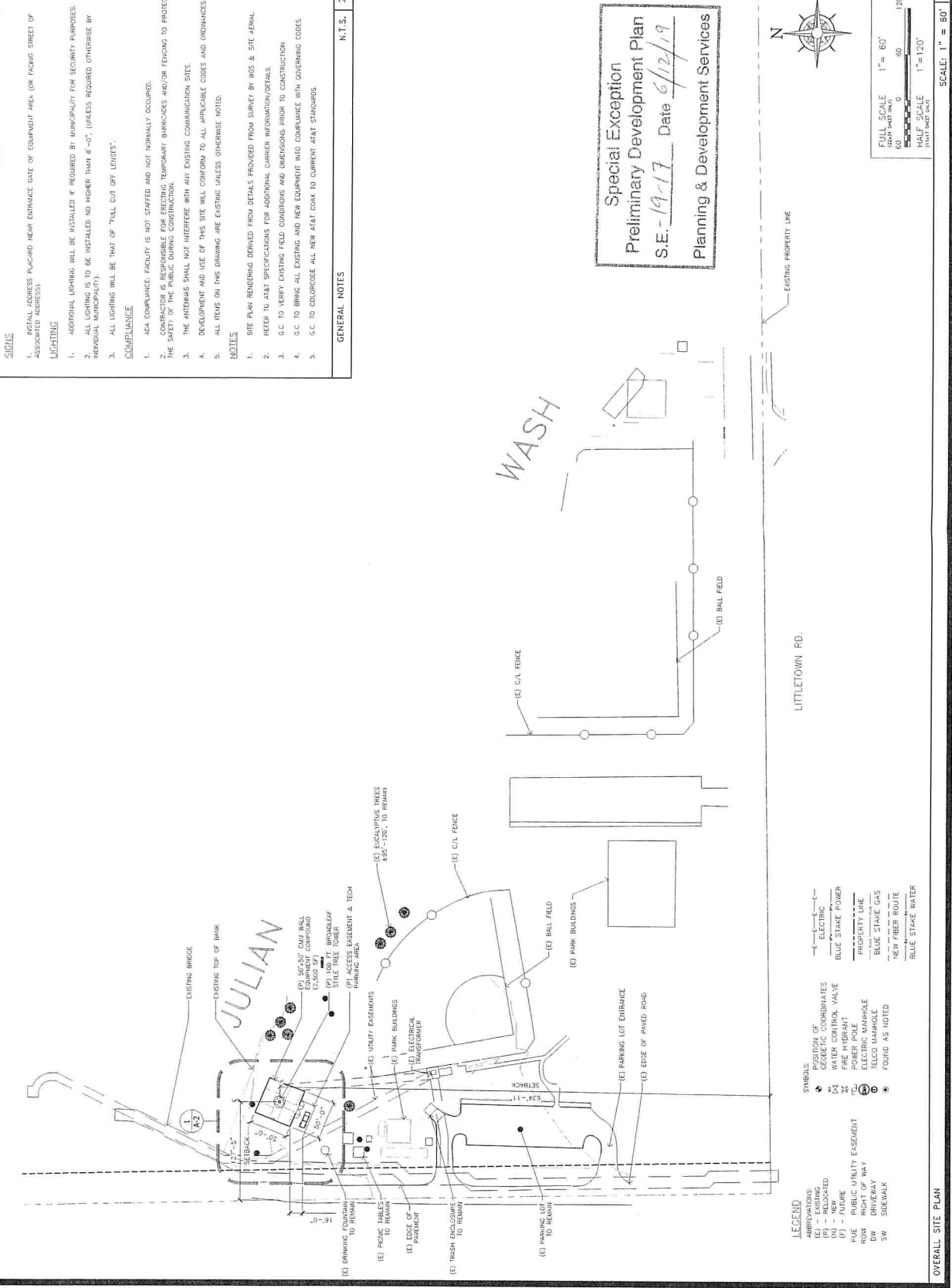
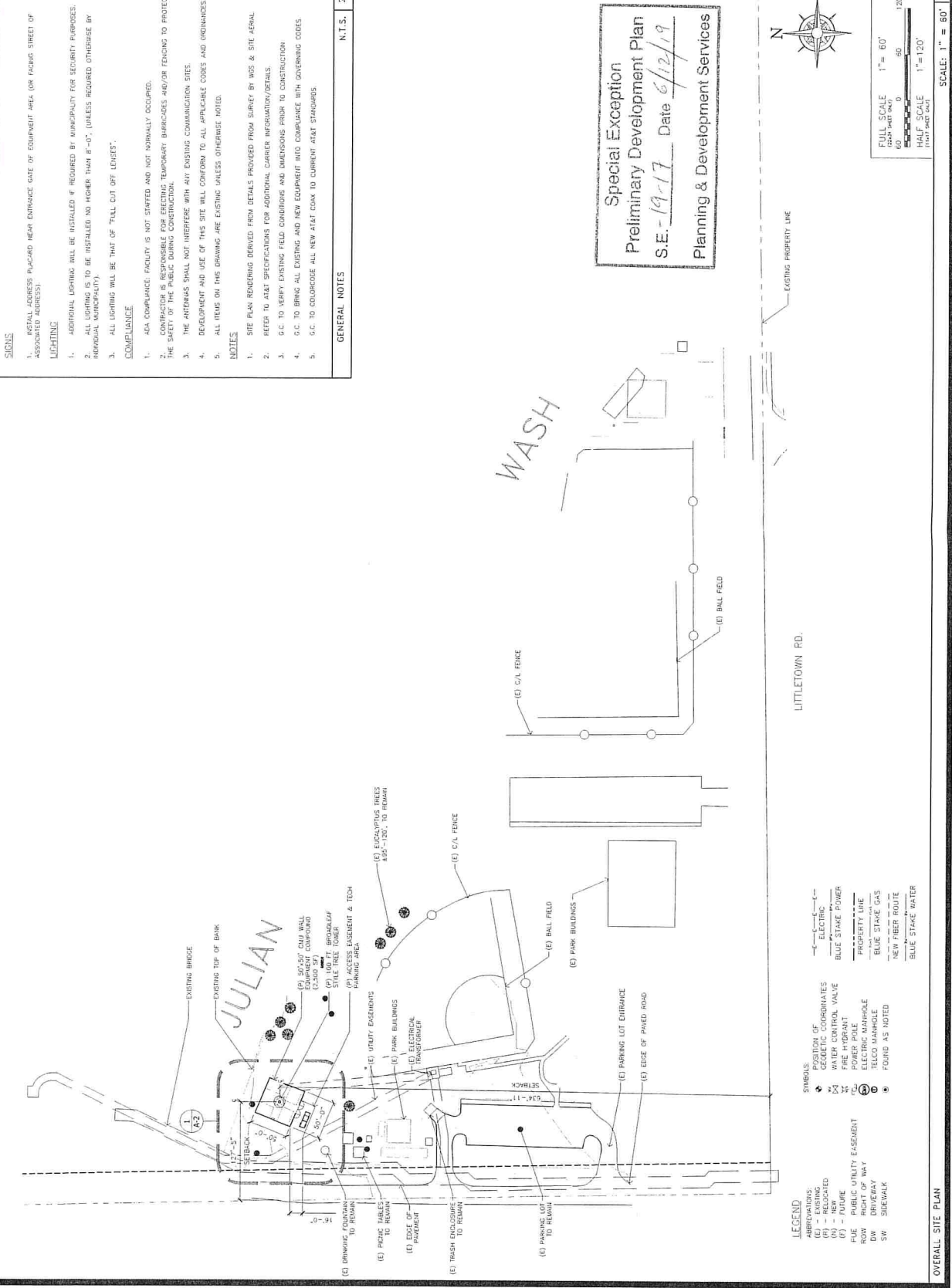
DATE	DESCRIPTION	BY	APP'D
02/26/19	COMBING DOCUMENTS	SLD	TB



THIS DOCUMENT CONTAINS AN ELECTRONIC AND DIGITAL SIGNATURE OF THE REGISTERED PROFESSIONAL ENGINEER, THOMAS JAY, LICENSE NO. 12345, STATE OF ARIZONA. THE SIGNATURE IS VALID FOR THE PERIOD OF 10 YEARS FROM THE DATE OF ISSUANCE. THE SIGNATURE IS VALID FOR THE PERIOD OF 10 YEARS FROM THE DATE OF ISSUANCE.

**OVERALL SITE PLAN**

**A-1**







## Approval – Protest Form

If you wish to submit a written protest or approval, this form is provided for your convenience. Please print your comments below, sign your name, and mail to the Rezoning Section of the Planning & Development Services Department at the address on the reverse side (you will need to attach postage). The number of approvals and protests along with protest calculations will be reported at the Zoning Examiner's public hearing.

**Approvals and protests must have an owner's signature to be recorded.**

Case SE-19-17 AT&T – Littletown Road, Ward #5

R-1 Zone (The proposal is for a 100-foot tall wireless communication tower, concealed within an artificial broadleaf tree (monoelm), and associated ground equipment, as a special exception land use in the R-1 residential zone within Thomas Jay Regional Park.)

\_\_\_\_\_  
I/We the undersigned property owners, wish to

- ☐ APPROVE the proposed rezoning.  
☐ PROTEST the proposed rezoning.

**Reason:**

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PLEASE PRINT YOUR NAME	PLEASE PRINT MAILING ADDRESS	PLEASE PRINT LEGAL PROPERTY DESCRIPTION		
		Subdivision	Block	Lot

Owner's Signature: \_\_\_\_\_ Date \_\_\_\_\_

Place  
Stamp  
Here

City of Tucson  
Planning & Development Services  
201 N. Stone  
P.O. Box 27210  
Tucson, Arizona 85726-7210

SE-19-17

Expose this flap - Affix stamp and return

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**City of Tucson** PMc  
Planning & Development Services  
Rezoning Section  
201 N. Stone Avenue  
P.O. BOX 27210  
Tucson, Arizona 85726-7210

SE-19-17  
IMPORTANT SPECIAL EXCEPTION NOTICE ENCLOSED